

183

ORGANIZATIONAL MEETING

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Organizational Meeting, 103-1 Meeti...

MEETING OF THE JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

ONE HUNDRED THIRD CONGRESS
FIRST SESSION

JANUARY 6, 1993



MAY 14 1993

Printed for the use of the Joint Committee on the Organization of Congress

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JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

[Authorized by H. Con. Res. 192, 102d Congress]

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KIM WINCUP, *Staff Director*

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Y 4.3: OR 3/OR 3/ERRATA

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MEETING OF THE JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

JANUARY 6, 1993



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ERRATA

ORGANIZATIONAL MEETING

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ADOPTION OF COMMITTEE RULES

WEDNESDAY, JANUARY 6, 1993

UNITED STATES CONGRESS,
JOINT COMMITTEE ON THE ORGANIZATION OF THE CONGRESS,
Washington, DC.

The Joint Committee met, pursuant to call, at 11:10 a.m., in room EF-100, the Capitol, Hon. David L. Boren [chairman of the committee] presiding.

Chairman BOREN. We have a number of people that are tied up in Steering and Policy in both Houses, but hopefully we will have two or three more coming in. We are mixing up the seating House and Senate Members, Democrats and Republicans. We are not going to allow block seating in the Committee because that is not the spirit of it or its policy. Our policy is going to be that we will at all of our meetings have Members sit wherever they want as they arrive and not try to organize that at this point.

This will be a very brief meeting this morning. There are votes that are going to occur potentially in the House Caucus I am told within about 30 minutes, and there are other things going on the Senate side as well. We will try to be very brief.

What we will do this morning—we are going to have, I again use the word—very brief comments from the four of us asked to assume responsibility from the two Houses for leading the Committee. I would announce to you that we will have our first hearings on January 27 and 28. The thought is that we will invite current leadership of the two Houses as well as some distinguished former leaders of our Government, both in the Executive and Legislative Branch, and other distinguished citizens to be our lead-off witnesses.

We are not ready to announce the witness list yet, but for purposes of your own scheduling—that is scheduled at what time of day—10:00 o'clock in the morning Tuesday and Wednesday. I believe that is January 27 and 28, roughly through noon. We might go over into the afternoon, depending on how quickly we are able to move through the witnesses. We want to get started right away in the first full week of activity because we have so much work to do in the course of the year.

We are operating under a time deadline which the resolution imposes upon us, a deadline which I think we all enthusiastically support. We do not want to be another committee simply added to the others that has a permanent existence. We want to get our work done. Our task is an urgent one.

After we make brief comments this morning, we will turn to Kim Wincup, our new Staff Director, to briefly explain the rules and hopefully adopt the rules. If there is time remaining at that point, we can have more general discussion.

Let me say very quickly that I welcome the opportunity to work with all of you, with my three colleagues, the co-chairman, Congressman Hamilton, with our co-vice chairs, Congressman Gradison and Senator Domenici, and with every Member of this Committee.

We have, I think, a very historic challenge at this point——

Senator FORD. I would like to hear you talk, but could you close the door? I can't hear.

Chairman BOREN. That is the first time that any of my colleagues has ever suggested they would like to close the door to hear what I was saying.

Senator FORD. Probably the last time, too.

Chairman BOREN. It has been almost 50 years since we have had a major success in terms of an effort to reform and reorganize the Congress. There have been some partial successes since then, but the last major reorganization occurred in 1946 and 1947. So I think it is appropriate that the change came at a period of time when we were facing a very different world situation, when there was an urgent need to make sure the Nation's priorities were met and that sound policies were made. It was felt Congress was not well organized for the task at that time.

We face the same kind of challenge at this time with a very different world situation, with a need to set our Nation's priorities straight, and a feeling among the country that this institution is not well structured, certainly not optimally structured, to do the job.

I think all of us who love and care about this institution are concerned that we have serious problems, that all is not well with the institution that we care about, including the formulation within our democratic system of the policies this country needs.

How do we measure it? Do we measure it by the number of our most esteemed colleagues who decided in frustration not to seek reelection this past year? Do we measure it in public opinion polls expressing a confidence level in the 20 or 30 percent range in terms of expressing confidence in this institution? There are all sorts of ways to measure it including in terms of the movement for term limitation, which is surely I think an expression of frustration and was voted on in several States affirmatively in the last election.

The danger signs are there and those of us here are perhaps more aware of the problems than anyone else. It is an institution where while we serve, we are the trustees of the institution. We hold these seats temporarily. The institution belongs to the people, those alive now and future generations, so we have a heavy responsibility to do what is right.

I for one would rather see us fail in the undertaking to do something truly meaningful to reform this institution, than to satisfy ourselves with purely making cosmetic changes so we could go home and pat ourselves on the back and say we passed something called "congressional reform." I want to make an effort to do something that is substantially important to the functioning of this in-

stitution. I feel very strongly, and I think everyone in this room feels strongly, that we must do this together.

Senator Cohen served as my vice chairman for 4 years on the Intelligence Committee and in the 6 years that I chaired that committee, there was never a single party line vote, not one out of hundreds of votes cast in that committee for the entire 6 years. Our staff was a unified staff and, I hope, that we can follow that same operation here. I hope that we will not have divisions along party lines or along lines of the two institutions.

Finally, we will need to work on problems of Senate or House problems of procedure, but otherwise I hope that we can follow the spirit of working together as one unit between the two Houses on behalf of the total institution and between the two parties.

I think nothing ought to be off limits. The four of us have at least primarily discussed what issues should be on our agenda. I think nothing should be off limits or beyond our questioning whether or not a process is appropriate.

We don't prejudice it, whether talking about the budget process, committees of jurisdiction, ethics process or anything else. We don't prejudice it as being either right or wrong, but I think we should be willing to look at all of the major issues on the functioning of this institution and not declare anything off limits for our Committee to look at.

It is my hope that since we have only a year to exist and since there is such strong feeling among the public and the citizens of this country that there should be action, I hope that we can bring our deliberations to some kind of decision-making conclusion some time this summer so we are ready for our colleagues when they come back in September. Whether it is a reorganization bill or a package of legislative proposals or a package of comprehensive recommendations, I hope we will not lose the momentum by wasting time; that we have our recommendations ready for our colleagues to act upon, hopefully in an affirmative way, when we come back this fall. That means we will have to have an energetic and aggressive schedule and work hard and fast.

Let me again welcome all of you. After we have heard from my three colleagues, we will turn to Mr. Wincup for adoption of the rules this morning. I look forward to working with each of you and I think one of the greatest things we can do to help the whole Congress, is not only write recommendations, but show by the spirit of our deliberations that we are here coming on an individual basis without agenda and preconceived ideas and protecting our own power bases or our own political allies.

We can show that this Committee can operate in that spirit. That is a contribution to the whole Congress in and of itself.

I want to turn now to Chairman Hamilton. I served with him on a special joint committee before. It was with great joy that I learned that Lee Hamilton would be the co-chair of this Committee—we will take turns in on meetings and presiding. We will alternate. It is a pleasure to call on Lee Hamilton for his opening comments.

Mr. HAMILTON. It is a great pleasure to work with you and Pete and Bill in putting this together. Each of you who serve on the Joint Committee may know a little bit about the process by which

you were selected. You have been selected very carefully by the leadership of your party and chamber.

Dave is right when he talks about the historic opportunity that is before us. We have I think a fairly firm commitment among all of our colleagues for reform. Now the problem is to begin to identify what we mean by reform.

It is very important now that you convey to us what you think reform means, and you should begin to convey that to us fairly quickly, because the agenda of the Committee is being developed right now.

Dave mentioned that the four of us have talked about this. We have identified seven areas, which I will enumerate in a moment, that we think should be the areas of focus for this Committee. We put that forward not as a list that we think is perfect or all inclusive, but rather as a potential agenda for us. You may want additions to it or subtractions from it.

These are the areas that we think need to be included in the agenda. First of all, the budget process, and by budget we define that broadly. We are talking about not just the budget process narrowly defined but also authorizations and appropriations: the whole business of how you put together a budget in this institution. That is number one.

Number two: Committee structure and jurisdiction.

Number three: Floor deliberation and scheduling.

Number four: Staff resources and the support agencies of the Congress.

Number five: Cooperation between the House and the Senate, the Congress and the Executive, the Congress and the Judiciary Branch, cooperation among all the branches.

Number six: Congressional ethics and institutional integrity.

We are talking there about how to restructure the manner in which we handle ethics problems in Congress. We want to be clear we are not talking about any pending cases. We are talking about ways to handle ethics matters in the future.

And seven, how public understanding of the Congress can be increased.

Those are seven areas that we have identified. You may have some additions to that. If you do, we are anxious to hear from you.

One other comment from me and I will quit, and that according to the resolution that we are operating under, recommendations must win the support of a majority of the Joint Committee Members from each chamber. That just requires us to work in a bipartisan way. If we don't, we won't accomplish anything.

We have to have a majority of each chamber in order to put forth recommendations. So I very much hope that the focus of the Members of this Committee will be on what is feasible, what is possible to get done.

In the end, we have to have a bipartisan vote of support for all of these recommendations. People who are familiar with this institution have to be thinking in terms not just of some idealized concept of how we would like this institution to work, but what kind of proposals can we get through the institution on the basis of the authority that we are operating under.

We have to keep our eye on that or we will stray very far off the reservation. Thank you for your participation in this effort. We will have an exciting time and I look forward to working with each of you.

Chairman BOREN. We would like to ask you, to if you could, to outline for us within the next week your thoughts as to the main areas that we have laid out today, subtractions from it, additions to it, to the staff office.

Mr. WINCUP. We're located in House Annex 2, room 175-C.

Chairman BOREN. House Annex 2, room 175-C. If you could get those to Kim Wincup, our Staff Director. So that we could thoroughly look at all of your individual suggestions, it would help if this could be done next week. Just preliminary ideas, so we make sure we are scheduling hearings, putting the kind of items on the agenda you are interested in.

Senator Domenici.

Senator DOMENICI. Thank you, Mr. Chairman.

Fellow Members, I guess I am here because hope springs eternal. I have been on one of these before; we didn't get very much done.

Secondly, it seems to me the most-used word in the last election and in our people's minds and in their voices is change, that change is in the wind, that people are kind of worried about change, yet they are excited about it. Clearly, we need change in the Congress in the way we do our business, the way we are perceived, what the country understands about us, and how we are able to build on facts, on knowledge and move forward in a reasonably steady way.

I am convinced that every member of both Houses joining us here, if they haven't said it a hundred times they haven't said it at all, have said that things ought to be changed around here. I say, if you feel that way, this is our opportunity. That doesn't mean we are going to be crazy, it doesn't mean we are going to destroy the essence of these magnificent institutions of democracy, but it is our opportunity, as I see it, to effect some significant, positive change in the House and the U.S. Senate.

We listed the major things. There obviously are others. Obviously one comes to my mind; the most mobile change around here and precipitous change is communication. Are we on the right wavelengths in communication around here, and using the most modern of the things for our information and for the public and the staff. I don't know.

People say to us frequently—maybe they say it to me more than to you all—people sometimes say: You need more guts. You need more courage. Or, you need more willpower. Frankly, I have thought about that, and I believe the system that we now have minimizes the opportunity to be courageous, diminishes the opportunity to lead and wilts the power of our willpower. It is just too confusing and difficult to get things done.

So this is our chance, our opportunity. Those of us who, through our leadership, have spent a lot of time and effort to put it in the right form so we can all work together, I truly hope we are going to be part of history and that we leave a serious legacy of making these, the institutions, better for us, but most importantly for our great democracy.

Chairman BOREN. Bill Gradison.

Mr. GRADISON. First off, I want to subscribe to the comments that have already been made at the table, which I will not repeat. I also want to say, as somebody who has been interested with the others at this table for about 1½-year in getting this venture going, that I could not be more pleased with the choices made by the leadership of both parties of both Houses. This is the right group of people to work this thing through and bring something back this year that is a success.

I have been trying to think about the way in which this effort of ours will interact with the political process at least for House Members who will be up next year—that soon—next year. In a sense, it is my view that by creating this group we now have the—we now have the genie out of the bottle. By this I mean that we really can't fail. Maybe we will fail, but I don't think we can fail.

It has been very difficult for the general membership, including the 25 percent who are new Members of our parties in the House, to receive our recommendations and to look them over and say everything is fine and vote that package down, which increases our responsibility to do it right. But it does suggest to me that we have an unusual opportunity to bring about change because the failure to bring about change would not be very good politics for those who seek to return in November of next year. In other words, thinking about it in electoral context from a member's point of view, you kind of can't go home without it, without some meaningful report. That is my view of it.

To reach that point will require bipartisanship and a bicameral approach. We all know that going in. I have developed a few main points, and they are very brief. There is a tendency—I have this trouble myself all the time—to focus on the specifics rather than the general. I would hope, with the help of our staff, that at least at some stage early in this process we would step back and ask ourselves what do we think are the broad philosophic concerns which we have. A couple of remarks to make my point that this isn't just pie in the sky talk. How do we balance a desire to have an efficient legislative body with our concern that it be deliberative? And there is a conflict between the two. I think that is something to mull over, because how you address that has a lot to do with where you assign powers.

The second, which is somewhat related but different, is this challenge to choose between short- and long-term solutions. We live in a 2-year cycle. I have been in 2-year terms of office since 1961; it gets to be a way of life. A 6-year cycle is pretty fast, too. And yet I think it is fair to say that a lot of the concerns expressed through the election on November 3d and certainly through the selection of a new President are with issues that are long-term in nature; how do we reconcile the way in which we organize to recognize our electoral concerns and recognize that we have to make decisions now which may—if we do it right, may bear fruit in 2 years?

I want to mention briefly the questions of concern which are focused in the minority of the House of Representatives. These are very real. This is not the time to elaborate on them. I will ask that copies of this document be made available to all of you so you can get a sense of what these concerns are. This is not a list of de-

mands. This was prepared in connection with the organization of the House yesterday. It is a list of very serious concerns which we have, and we would hope that as the group works together, that there will be an awareness of the fact that the minority in the House of Representatives may look at some of these things in a different way than the majority in the House and Senate, or the minority in the Senate because of the different rules under which you operate there. So we share this early on in what is intended to be a constructive spirit. Thank you.

Chairman BOREN. Thank you. Let me say that we are organized in a way that on some matters we will relate specifically the procedure of one House but not the other. Most will be joint. We are able to also operate as subcommittees, House and Senate, on matters peculiar to one body or the other.

A quick matter on the question of items that we are suggesting that you think about and respond to us during the next week. On the question of ethics, and this has been raised, as Lee Hamilton said, we are suggesting it is the joint recommendation of the four of us that we should look at the question of ethics, at the procedures and the structure. Do we have the appropriate structure in place for handling ethical complaints? Do we have the appropriate procedures in place in both Houses? But in saying that, we should not judge the timing of when we should take that up.

We want to make it clear that we are not saying we think we can move quickly enough to change the way in which pending cases will be handled. In other words, this will be a matter that we will need to look at carefully. It should be a matter that this Committee looks at in terms of what is the appropriate structure for ethics in the future and the appropriate process for handling ethics complaints in the future. But as was said by both leaders in the Senate yesterday, any kind of study of the matter should not delay any pending matters or the process that will be used to handle pending matters. We are still talking about periods of time that could cause undue delay.

The other issue is campaign finance reform. I see some of my colleagues here who worked with us on that issue. We have been told by the leadership of both Houses and the incoming President that this is an issue planned to be on the agenda in both Houses in the first hundred days as separate pieces of legislation that would move. So therefore we have not included it in our list. That is apt to move on the floor very quickly. That matter has a long legislative history. It is expected that this issue would probably move on its own—before this Committee would have an opportunity—it can be discussed and I invite you to give us thoughts within the next week.

That is why we urge you to respond within the next week on these matters and the other matters that have been raised. I say that as a way of explanation.

Mr. COHEN. I would like to call our colleague's attention to the fact that one of the greatest reforms that has taken place already is, this is the first time in 14 years that Chairman Boren has arrived on time, ahead of time.

Chairman BOREN. I don't like these vicious personal attacks. We are going to operate on Washington time and not Oklahoma time or Indiana time or New Mexico time.

Senator FORD. You have always been mixed up, Boren.

Chairman BOREN. I would like to call on the staff director, Mr. Wincup.

Mr. OBEY. We have a time problem.

Chairman BOREN. We are very fortunate to have the former staff director of the House Armed Services Committee. He has served as Assistant Secretary of the Army and Assistant Secretary of the Air Force. He has served administrations in Congress and the executive branch of both parties. He is highly regarded by all of us.

Kim, we are very happy to have you. Would you briefly outline the rules to us? I think Members have had a chance to see them.

Mr. WINCUP. All of the Members have a copy of the proposed rules in front of them. They reflect both the committees' enabling resolution, as well as existing joint committee rules. We circulated them to Members' offices last week, and then we had a meeting with each staff yesterday to go through. We have a number of suggestions that are reflected in the rules. That is all.

Chairman BOREN. Any two Members from each party can conduct hearings under this and a quorum for conducting business would be 13.

Senator STEVENS. Is there going to be a limitation on the amount of time each Member can use and is there going to be a decision made concerning the order in which Members are recognized based upon the time they came to the hearing? I hate to come in and be there all the time and find out someone who comes at the last minute can ask questions.

Chairman BOREN. I don't know whether it is specified in the rules, but my thought would be that we put a time limitation, whether it is a five-minute rule for Members, and go in the order of arrival.

Senator STEVENS. That means people will come earlier.

Chairman BOREN. We are going to be one unit, so when we talk about order of arrival, we mean order of arrival.

Senator STEVENS. There is some indication in the rules that each House can hold its own hearings. Does the other House get notification of those?

Chairman BOREN. Yes. We might well be interested in each other's hearings. We will try to give you as much notice as we can, a couple of weeks.

Put your thoughts on the agenda on days that are best for you. I am told that we have generally found in an early survey of Members that Tuesday afternoons and Thursday mornings appear to be the best time for us to meet. If any of you have strong feelings about that, let us know.

This is a wonderful attendance this morning—we will try to find when it is most convenient.

Mr. DREIER. Rule 7 talks about presentation of the testimony. Would there be a way we could ask that testimony be given to our staffs one day before it is delivered?

Senator FORD. Twenty-four hours, make it a 24-hour rule.

Senator DOMENICI. That is a good idea.

Chairman BOREN. Does anyone have objection to that? Then the draft will so reflect that.

We met here today—this room has a history to it. It was originally built because of a dispute years ago, I am told, between the two Appropriations Committees; is that correct?

Senator FORD. It was a dispute.

Chairman BOREN. As to whether it be on the House or Senate side, so this room was built halfway in between. We will try to alternate maybe between the two caucus rooms. We will have more room and more space. We will alternate between the House and Senate sides for our meetings and in terms of the two of us presiding and our colleagues.

Any questions on the rules?

Senator DOMENICI. Everybody should note that we have just approved rules saying there are no proxies. Everybody understands why. This is very important. If we are going to make it work, we have to have a lot of support. That is in the rules.

Senator STEVENS. Also witnesses will generally be limited to brief summaries when they are all testifying. I think there ought to be some understanding of what that means, because some of the people I see coming to testify aren't used to being brief.

Chairman BOREN. Ten minutes or in that neighborhood. We will also use a light system.

Senator STEVENS. All witnesses will be treated alike.

Chairman BOREN. So Members will know in terms of planning their schedules what will be expected.

Is there a motion the rules be adopted? Moved and seconded. The rules are adopted.

Do we have the roll—let's call the roll. The rules pass as amended.

Mr. WINCUP. Senator Boren.

Chairman BOREN. Aye.

Mr. WINCUP. Mr. Hamilton.

Mr. HAMILTON. Aye.

Mr. WINCUP. Senator Domenici.

Senator DOMENICI. Aye.

Mr. WINCUP. Mr. Gradison.

Mr. GRADISON. Aye.

Mr. WINCUP. Senator Sasser.

[No response.]

Mr. WINCUP. Mr. Obey.

Mr. OBEY. Aye.

Mr. WINCUP. Senator Kassebaum.

Senator KASSEBAUM. Aye.

Mr. WINCUP. Mr. Walker.

Mr. WALKER. Aye.

Mr. WINCUP. Senator Ford.

Senator FORD. Aye.

Mr. WINCUP. Mr. Swift.

[No response.]

Mr. WINCUP. Senator Lott.

[No response.]

Mr. WINCUP. Mr. Solomon.

Mr. SOLOMON. Aye.

Mr. WINCUP. Senator Reid.

Senator REID. Aye.

Mr. WINCUP. Mr. Gejdenson.

Mr. GEJDENSON. Aye.

Mr. WINCUP. Senator Stevens.

Senator STEVENS. Aye.

Mr. WINCUP. Senator Pryor.

Senator PRYOR. Aye.

Mr. WINCUP. Senator Sarbanes.

Senator SARBANES. Aye.

Mr. WINCUP. Mr. Spratt.

[No response.]

Mr. WINCUP. Senator Cohen.

Senator COHEN. Aye.

Mr. WINCUP. Mr. Emerson.

Mr. EMERSON. Aye.

Mr. WINCUP. Mrs. Norton.

Ms. NORTON. Aye.

Mr. WINCUP. Senator Lugar.

Senator LUGAR. Aye.

Mr. WINCUP. Mr. Allard.

Mr. ALLARD. Aye.

Mr. WINCUP. Senator Mitchell.

[No response.]

Mr. WINCUP. Mr. Gephardt.

[No response.]

Mr. WINCUP. Senator Dole.

[No response.]

Mr. WINCUP. Mr. Michel.

Chairman BOREN. A sufficient number having voted in the affirmative, the rules are approved.

Thank you very much, and we look forward to receiving your input as soon as possible.

[Whereupon, at 11:45 a.m., the Joint Committee was adjourned.]

In the Senate of the United States,

July 30, (legislative day July 23), 1992.

Resolved, That the resolution from the House of Representatives (H. Con. Res. 192) entitled "Concurrent resolution to establish a Joint Committee on the Organization of Congress", do pass with the following

AMENDMENT:

Strike out all after the resolving clause and insert:

1 **SECTION 1. ESTABLISHMENT OF COMMITTEE.**

2 (a) *ESTABLISHMENT AND MEMBERSHIP.*—*There is es-*
3 *tablished an ad hoc Joint Committee on the Organization*
4 *of the Congress (referred to as the "Committee") to be com-*
5 *posed of—*

6 (1) *12 members of the Senate—*

7 (A) *6 to be appointed by the Majority Lead-*
8 *er; and*

9 (B) *6 to be appointed by the Minority*
10 *Leader; and*

11 (2) *12 members of the House of*
12 *Representatives—*

13 (A) *6 to be appointed by the Speaker; and*

14 (B) *6 to be appointed by the Minority*
15 *Leader.*

1 (b) *EX OFFICIO MEMBERS.*—*The Majority Leader and*
2 *the Minority Leader of the Senate and the Majority Leader*
3 *and the Minority Leader of the House of Representatives*
4 *shall be ex officio members of the Committee, to serve as*
5 *voting members of the Committee. Ex officio members shall*
6 *not be counted for the purpose of ascertaining the presence*
7 *of a quorum of the Committee.*

8 (c) *ORGANIZATION OF COMMITTEE.*—(1) *A chairman*
9 *from each House shall be designated from among the mem-*
10 *bers of the Committee by the Majority Leader of the Senate*
11 *and the Speaker of the House of Representatives.*

12 (2) *A vice chairman from each House shall be des-*
13 *ignated from among the members of the Committee by the*
14 *Minority Leader of the Senate and the Minority Leader of*
15 *the House of Representatives.*

16 (3) *The Committee may establish subcommittees com-*
17 *prised of only members from one House. A subcommittee*
18 *comprised of members from one House may consider only*
19 *matters related solely to that House.*

20 (4)(A) *No recommendation shall be made by the Com-*
21 *mittee except upon a majority vote of the members rep-*
22 *resenting each House, respectively.*

23 (B) *Notwithstanding subparagraph (A), any rec-*
24 *ommendation with respect to the rules and procedures of*
25 *one House which only affects matters related solely to that*

1 *House may only be made and voted on by the members of*
2 *the committee from that House, and, upon its adoption by*
3 *a majority of such members, shall be considered to have been*
4 *adopted by the full committee as a recommendation of the*
5 *committee. Once such recommendation is adopted, the full*
6 *committee may vote to make an interim or final report con-*
7 *taining any such recommendation.*

8 **SEC. 2. STUDY OF ORGANIZATION AND OPERATION OF THE**
9 **CONGRESS.**

10 (a) *IN GENERAL.*—*The Committee shall—*

11 (1) *make a full and complete study of the organi-*
12 *zation and operation of the Congress of the United*
13 *States; and*

14 (2) *recommend improvements in such organiza-*
15 *tion and operation with a view toward strengthening*
16 *the effectiveness of the Congress, simplifying its oper-*
17 *ations, improving its relationships with and oversight*
18 *of other branches of the United States Government,*
19 *and improving the orderly consideration of legisla-*
20 *tion.*

21 (b) *FOCUS OF STUDY.*—*The study shall include an ex-*
22 *amination of—*

23 (1) *the organization and operation of each House*
24 *of the Congress, and the structure of, and the relation-*

1 *ships between, the various standing, special, and se-*
2 *lect committees of the Congress;*

3 *(2) the relationship between the two Houses of*
4 *Congress;*

5 *(3) the relationship between the Congress and the*
6 *executive branch of the Government;*

7 *(4) the resources and working tools available to*
8 *the legislative branch as compared to those available*
9 *to the executive branch; and*

10 *(5) the responsibilities of the leadership, their*
11 *ability to fulfill those responsibilities, and how that*
12 *relates to the ability of the Senate and the House of*
13 *Representatives to perform their legislative functions.*

14 **SEC. 3. AUTHORITY AND EMPLOYMENT AND COM-**
15 **PENSATION OF STAFF.**

16 *(a) AUTHORITY OF COMMITTEE.—The Committee, or*
17 *any duly authorized subcommittee thereof, may—*

18 *(1) sit and act at such places and times as the*
19 *Committee, or any duly authorized subcommittee*
20 *thereof, determines are appropriate during the ses-*
21 *sions, recesses, and adjourned periods of Congress;*
22 *and*

23 *(2) require the attendance of witnesses and the*
24 *production of books, papers, and documents, admin-*

1 *ister oaths, take testimony, and procure printing and*
2 *binding.*

3 (b) *APPOINTMENT AND COMPENSATION OF STAFF.—*

4 (1) *The Committee may appoint and fix the compensation*
5 *of such experts, consultants, technicians, and clerical and*
6 *stenographic assistants as it deems necessary and advisable,*
7 *but shall utilize existing staff to the extent possible.*

8 (2) *The Committee may utilize such voluntary and un-*
9 *compensated services as it deems necessary and may utilize*
10 *the services, information, facilities, and personnel of the*
11 *General Accounting Office, the Office of Technology Assess-*
12 *ment, the Congressional Research Service of the Library of*
13 *Congress, and other agencies of the legislative branch.*

14 (3) *The members and staff of the Committee shall be*
15 *reimbursed for travel, subsistence, and other necessary ex-*
16 *penses incurred by them in the performance of the duties*
17 *vested in the Committee, other than expenses in connection*
18 *with meetings of the Committee held in the District of Co-*
19 *lumbia during such times as the Congress is in session.*

20 (c) *WITNESSES.—*Witnesses requested to appear before
21 *the Committee shall be reimbursed for travel, subsistence,*
22 *and other necessary expenses incurred by them in traveling*
23 *to and from the places at which they are to appear.*

24 (d) *EXPENSES.—*

1 (1) *SENATE.—(A) The Senate members of the*
2 *Committee shall submit a budget of expenses allocable*
3 *to the Senate to the Committee on Rules and Admin-*
4 *istration of the Senate. The Committee may expend*
5 *for expenses allocable to the Senate not to exceed*
6 *\$250,000 from the Contingent Fund of the Senate*
7 *subject to approval by the Committee on Rules and*
8 *Administration until a Committee funding resolution*
9 *is approved by the Senate or, if no funding resolution*
10 *is approved, until March 1, 1993.*

11 *(B) The expenses of the Committee allocable to*
12 *the Senate shall be paid from the contingent fund of*
13 *the Senate, upon vouchers signed by the Senate chair-*
14 *man.*

15 (2) *HOUSE OF REPRESENTATIVES.—Not-*
16 *withstanding any law, rule, or other authority, there*
17 *shall be paid from the contingent fund of the House*
18 *of Representatives such sums as may be necessary for*
19 *one-half of the expenses of the committee, with not*
20 *more than \$250,000 to be paid with respect to the sec-*
21 *ond session of the One Hundred Second Congress.*
22 *Such payments shall be made on vouchers signed by*
23 *the House of Representatives co-chairman of the com-*
24 *mittee and approved by the Committee on House Ad-*
25 *ministration of the House of Representatives.*

1 *Amounts made available under this paragraph shall*
2 *be expended in accordance with regulations prescribed*
3 *by the Committee on House Administration of the*
4 *House of Representatives.*

5 **SEC. 4. COMMITTEE REPORT.**

6 (a) *REPORT.*—*The Committee shall report to the Sen-*
7 *ate and the House of Representatives the result of its study,*
8 *together with its recommendations, not later than December*
9 *31, 1993.*

10 (b) *RECESS OR ADJOURNMENT.*—*If the Senate, the*
11 *House of Representatives, or both, are in recess or have ad-*
12 *journed, the report shall be made to the Secretary of the*
13 *Senate or the Clerk of the House of Representatives, or both,*
14 *as the case may be.*

15 (c) *REFERRAL.*—*All reports and findings of the Com-*
16 *mittee shall, when received, be referred to the appropriate*
17 *committees of the Senate and the appropriate committees*
18 *of the House of Representatives.*

19 **SEC. 5. CONDUCT OF COMMITTEE BUSINESS.**

20 *The Committee shall not conduct any business prior*
21 *to November 15, 1992.*

Attest:

Walter J. Stewart

Secretary.



JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

COMMITTEE RULES

Rule 1. General

The rules of the Senate and House, insofar as they are applicable, shall govern the Committee and its subcommittees. The rules of the Committee, insofar as they are applicable, shall be the rules of any subcommittee of the Committee.

Rule 2. Meetings

The meetings of the Committee shall be held at such times and in such places as the co-chairmen, after consultation with the vice-chairmen, may designate, or at such times as a quorum of the Committee may request in writing, with adequate advance notice provided to all members of the Committee. Subcommittee meetings, or meetings of any ad hoc working group or task force established by the chairmen, shall not be held when the full Committee is meeting.

Rule 3. Quorum

(a) Thirteen members of the Committee shall constitute a quorum for the purpose of conducting any business.

(b) Two members, one from each party, shall constitute a quorum for the purpose of taking testimony.

(c) Ex-officio members shall not be counted for the purpose of ascertaining the presence of a quorum of the Committee.

Rule 4. Subcommittees, Working Groups, and Task Forces

(a) The Committee may establish subcommittees comprised of only members from one House. A subcommittee comprised of members from one House may consider only matters related solely to that House. The respective co-chairman and vice-chairman of the Committee shall serve as the chairman and vice-chairman of the subcommittee considering matters related solely to that House.

(b) The co-chairmen, after consultation with the vice-chairmen, may name appropriate ad hoc working groups or task forces of the Committee as the needs of the Committee may dictate. Any working group or task force so established must be comprised of equal representation from the respective Houses and from the majority and minority parties. The co-chairmen, after consultation with the vice-chairmen, shall designate the chairman and vice-chairman of any working group or task force.

Rule 5. Order of Business

Questions as to the order of business and the procedure of the Committee shall in the first instance be decided by the co-chairmen, after consultation with the vice-chairmen, subject to an appeal to the Committee.

Rule 6. Hearings and Meetings

(a) All hearings and meetings conducted by the Committee or subcommittees shall be open to the public except where the Committee or subcommittee, as the case may be, by a majority vote in open session and with a majority present, by roll call vote, orders an executive session.

(b) The chairmanship of hearings and meetings shall alternate between the House and Senate unless the co-chairmen, after consultation with the vice chairmen, make some other arrangement.

Rule 7. Witnesses

(a) So far as practicable all witnesses appearing before the Committee shall file with the Committee at least 24 hours in advance of the hearing a written statement of their proposed testimony, and their oral testimony shall be limited to brief summaries. Insertions of additional germane material will be received for the record, subject to the approval of a majority of the members present.

(b) The presiding chairman shall provide time for questioning of witnesses by all members, alternating between the chambers and imposing time constraints as necessary, and the rule of relevancy shall be enforced in all hearings.

(c) An accurate stenographic record shall be kept of all testimony and each witness provided with a copy thereof for the purpose of correcting grammatical errors, obvious errors of fact, and errors of transcription. Witnesses shall be allowed 3 days

within which to correct and return the transcript of their testimony. If not so returned, the clerk of the Committee may close the record whenever necessary. Each member of the Committee shall be provided with a copy of the hearings transcript for the purpose of correcting errors of transcription and grammar, and clarifying questions or remarks. If another person is authorized by a Committee member to make his or her corrections, the clerk of the Committee shall be so notified.

(d) Selection of witnesses for Committee hearings shall be made by the co-chairmen and vice-chairmen.

Rule 8. Broadcasting

Any meeting or hearing that is open to the public may be covered in whole or in part by radio or television or still photography, unless the Committee or any subcommittee, respectively, by majority vote determine otherwise.

Rule 9. Committee Recommendations

(a) No recommendation shall be made by the Committee except upon a majority vote of the members representing each House, respectively, a majority from each House being present.

(b) Any recommendation with respect to the rules and procedures of one House which only affects matters related solely to that House may only be made and voted on by the members of the Committee from that House, and, upon its adoption by a majority of such members, shall be considered to have been adopted by the full Committee as a recommendation of the Committee. Once such recommendation is adopted, the full Committee may vote to make an interim or final report containing any such recommendation.

Rule 10. Voting

(a) A roll call of the members on a question may be had on the request of any member.

(b) No vote by any member of the Committee with respect to any matter, recommendation, or report may be cast by proxy.

Rule 11. Record of Committee Proceedings and Actions

There shall be kept a complete record of all Committee proceedings and actions. The records of the Committee, including the records of any and all recorded votes of the Committee but excluding executive session materials, shall be open to all members of the Committee and shall be available for public inspection. Uncorrected transcripts, however, shall not be available for public inspection until the provisions of Rule 7(c) have been satisfied.

Rule 12. Authority of the Committee

The Committee, or any duly authorized subcommittee thereof, may—

(a) sit and act at such places and times as the Committee, or any duly authorized subcommittee thereof, determines are appropriate during the sessions, recesses, and adjourned periods of Congress; and

(b) require the attendance of witnesses and the production of books, papers, and documents, administer oaths, take testimony, and procure printing and binding.

Rule 13. Committee Staff

The professional and clerical staff of the Committee shall be under the general supervision and direction of the co-chairmen and vice chairmen and under the direct supervision of the staff director. All staff members shall be selected on the basis of their training, experience and attainments, without regard to race, religion, sex, color, national origin, disability, or age.

Rule 14. Committee Co-Chairmen and Vice-Chairmen

The co-chairmen and vice-chairmen may by unanimous agreement establish such other procedures and take such actions as may be necessary to carry out the foregoing rules.

Rule 15. Changes in Rules

The rules of the Committee may be modified, amended, or repealed by a majority vote of the members voting at a meeting at which a quorum is present, provided that written notice of any proposed change shall be provided to each member of the

Committee not less than 3 calendar days (excluding Saturdays, Sundays, and legal holidays) before the meeting date on which such change is to be considered.



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